The concept of decentralized planning in this country is not of recent origin. In fact its antecedents can be traced back to the pre independence days and the philosophy of Mahatma Gandhi. Mahatma Gandhi was an ardent advocate of small village based communities, which would be more or less self-sufficient. To make the dream of Gandhiji come true the Directive Principles of State Policy had commented in detail on the importance of village panchayats which are one of the principal institutions of a decentralized system of governance.
Decentralization: A brief history

The Ripon Resolution of 1882 laid the foundation of modern local self-government institution in this country. It proposed the establishment of rural local boards for which non-official members would be elected. However, nominations in place of elections became the practice. Though the resolutions stated otherwise the district magistrate were made chairmen of these boards. The rural local boards started establishing elementary schools, dispensaries, constructing minor roads, etc. however, the work of these boards was not satisfactory in the final analysis. The Royal Commission on Decentralization (1909) pointed out the inadequacy of funds and excessive official control as the prime reason for the unsatisfactory functioning of the boards. This Commission recommended ways for increasing the revenue of the boards. It also proposed setting up of Taluk boards
and village panchayats. The years preceding independence saw these boards being dogged by myriad problems of reduced grants, inadequate resources, official control and domination by elites. The boards functioned very badly in many states and were on the verge of closing down. India became free and a new Constitution was adopted in 1950. The directive principles of State Policy commented in detail on the position of the village panchayats in the new situation. Furthermore, the division of power and functions enshrined in Article 246 read with the Seventh Schedule of the Constitution, made multi-level planning almost a necessity. Article 40 of the Constitution (Directive Principles of State Policy) states that the state should take steps to organize village panchayats and endow them with such powers and authority as may be necessary to enable them to function as units of self government.
In accordance with the Directive Principles several states enacted legislation for establishing village panchayats. The central government helped the state governments in their task of strengthening the local self-government institutions. Conferences of state ministers dealing with local self government were convened periodically by the Central Government for stock taking and new suggestions towards strengthening these institutions were made though our early economic thinkers understood the importance of decentralized or multi level planning set up they did not go into the details of operational zing the same. During the First Five year Plan period experimental work on community development, in accordance with the ideas of decentralization, was started with the pilot project on rural development of Mahela Block in Etawah district. The result of this project brought about the establishment of community development blocks. An infrastructure was also established which would
facilitate coordination of developmental and administrative machinery. The community development blocks were assigned the task of developing clusters of villages. During the mid-fifties the planners emphasized the importance of people’s participation in the planning process. This, according to them, could be achieved through democratic decentralization with the district as the kingpin of the planning structure.

Decentralization and Urban Government

The latter half of the twentieth century has witnessed a marked shift of population from rural areas to urban areas in India. This has created an unplanned and unbalanced process of urbanization. Because of this, there has been a haphazard growth and deplorable state of affairs in most of the urban areas. This presents a pathetic picture of slums, congestion, over crowding, lack of developed
circulation system and absence of other essential services like the supply of potable water, sewerage, electricity etc. in consequence, the problems facing urban bodies have become formidable in size and complexity. The urban development is a complex process in a developing society like India. It needs sound organizational structure, adequate resources, sound management practices and competent personnel system. A great variety of skilled personnel like water supply and sewerage experts, highway engineers, factory designers, housing specialists, economists, public health experts and other municipal personnel are necessary for the efficient urban administration and management. A strong competent, skilled and incorruptible personnel system is yet to develop in several urban bodies in India. The Rural Urban Relationship Committee has rightly observed:
One of the main weaknesses of municipal administration in India has been the absence of well-organized and effective system of personnel administration. Under the strains of rapid urbanization, there has been a growing imbalance between the people's aspirations and their civic needs, and the actual performance of municipal administration. The municipal service are hardly competent even to perform normal functions of local government. To meet the challenge of development task, they would need to acquire much higher degree of administrative and technical skills. The paucity of resources raised are to a considerable extent, due to inefficiency and inadequacy of administrative and technical personnel.

It is widely accepted that municipal administration today has larger functions than in the past and that most municipal governments are not strong enough to carry out these functions. One
important reason for this failing of municipal governments has been the lack of an effective and scientific personnel system. In fact, there is a tendency to look upon municipal service as a common place, "a sort of a third estate in the field of administration requiring no particular training or expertise". The weakness of our municipal administration is one among other reasons to the fact that the administrative personnel of the municipal bodies in the country have not always been recruited by the system of merit or trained adequately in the technique of municipal administration. Nor are men of talent attracted to the municipal service because of law salaries paid to municipal employees in general.

The various state governments and the central government are aware of the problem and have been experimenting with new devices in the direction of improving the personnel of their local bodies. The
creation of a state cadre of municipal executive officer in Madhya Pradesh and Uttar Pradesh in one such device. In some states, there is a proposal to set up Local bodies Services Commission to recruit municipal personnel.

Thus, it can be reargued that the municipal government, in addition to an active and intelligent participation of the people and their elected representatives, requires an honest, efficient, and well trained administrative personnel for its effective performance. An administrative organization has to be carefully designed in order to enable it to continue to discharge the functions in an efficient manner. Within an administrative organization, functions have to be correctly spelled out and allocated to the various organs. The various organs are to be equipped with proper powers, and requisite sources to perform the assigned functions. Besides proper allocation of functions, powers and
resources, steps have to be taken to ensure that all the organs, functions in coordination with each other and that there is a proper supervision of the lower levels by the higher level in a continuous manner. This means that there should be inbuilt devices for institutionalized coordination between the various organs. Besides, there is need for a properly constructed hierarchy of positions from the top to the bottom, which would involve interlocking of controls by the higher levels and accountability of the lower ones in a chain fashion. Pfeiffer has pointed out that hierarchy is established on the basis of duties, activities and tasks. As hierarchical system facilitates the flow of institutions regarding the implementation of decision, a policy, or programme from the top level of the descending levels, an administrative organization has to be hierarchically organized, adequately staffed with persons of high efficiency and integrity.
The municipal administration here comprises of a number of departments which have been allocated specific functions. They are—

1. General Administration Wing
2. Engineering Department
3. Health Department
4. Revenue Department
5. Corporation Farm

This branch comprises commissioner and certain specialists such as Accountants, Stenographers, etc. Its role is very crucial and pivotal in municipal administration. It maintains the records of meetings of the deliberative council and the reaction of the state government to its resolutions. It serves as a communication channel between the departments of the corporation and between the corporation and the State government. This department also prepares
annual reports about the performance and accomplishment of the corporation.

The municipal commissioner is the chief executive officer. He gives overall direction and coordinates the activities of various branches of municipal administration. He performs all duties conferred upon him under the Act and in times of emergency he takes any action he deems necessary. The administration of municipal policies and of the provisions of the statute has been made the responsibility of the commissioner. The institution of the commissioner is, thus, based on the philosophy of keeping the policy making function separate from its administration. The separation of policy making from its execution was commanded by the Royal Commission on Decentralization (1907) which recommended an elective mayor of the council to be presiding officer and spokesman of the council and the tasks of administration to be entrusted to
a full time state appointed subject to the control for the council and its standing committees. Such an arrangement, the commission wrote, would meet the argument that our elected mayor of a large city municipal corporation, who might be a busy professional man, would not have the time or the experience to administer it satisfactorily. The Resolution of 1915, and 1918 of the government of India lent further support to the municipal philosophy of keeping these two functions in separate hands in the larger interest of efficient municipal administration.

The commissioner is a high ranking administrator who is appointed by the state government. according to the Karnataka Municipal Corporations. Act. The commissioner shall be appointed by the government after consultation with the mayor. He shall not be a member of the corporation, and he shall, subject to the pleasure
of the government, ordinarily hold office for a period of two years. Though the statute does not debar non-governmental personnel from being appointed as commissioners, the state government has been invariably appointing only serving civil servants to this post. Normally, they belong to the Indian Administrative Service (IAS) or senior state service cadre. He is appointed for a fixed term and his service in the corporation is only a sojourn, a spell of time and by no means a part of career in his cadre. Unlike the city manager of the USA he is a generalist administrator inducted for a brief period into the corporation. In Madras Municipal Council, the municipal commissioner is appointed by the state government and is invariably a person equipped with administrative experience. According to one authority, this has contributed to the efficient functioning of the municipal council. The municipal council in Madras has no disciplinary control over the municipal commissioner except that
it may require his withdrawal by a resolution adopted by a majority of two thirds of members.8.

In Municipal Corporation, the commissioner is generally dependent upon the council to a great extent. Factors within the council try to solicit, or extort favors from his failing which they keep him under the constant threat of removal from office, or deprive him of extension after he has put in two years of service.9. Procurement of job, hope of extension, or retention in his office, induces the commissioner to play as a tool in the hands of the dominant group. It seriously impairs the independent functioning of the commissioner. In the words of Dr. Argal:

"So long as the executive officer is dependent on the council is he is prone to indulge in the politics of the council and he must set apart the council against another. He must oblige the
councilors by the appointing their relations or by reducing taxes due from them and its is frequently with the power patronage that he forms a party of his own in the council".

The commissioner appointment vested in the state government has been the subject of endless heated controversy. A state appointed functionary to administer a self governing community has been considered to be an assault on the time honored principles of democracy and autonomy.

**Term of Office**

The commissioner is normally appointed for a fixed term of two years, which is laid down in the statute itself. However, he can be removed earlier. As the act says: Notwithstanding anything in subsection (1) the commissioner shall be removed from office whenever the corporation so resolves by a
majority of not less than two thirds of its members. The term of office of the commissioner is different in the corporations of other state. For instance, the term is three years in Bombay and Madras and five years in Delhi and Calcutta. There are some statutes, which are silent on this pint, apparently. Although they are appointed for longer term, they are transferred rather too frequently and before the completion of this term. This brings about a disruption in the civic administration.

According to the Karnataka Municipal Corporations Act, 1976 the commissioner shall be paid out of the corporation fund such monthly salary and allowance.

The government is authorized to take necessary disciplinary action against the commissioner for his shortcomings. It has the power to inflict censure, to withhold increments or promotion, to reduce his
salary, to revoke from his salary any loss caused by his neglect of his duty and finally to dismiss him from service for grave misconduct. Thus, commissioner who belongs to the State Cadre or administrative services, papers more a government servant than a municipal employee though he is paid out of the municipal funds. During the absence of the commissioner the government appoints a person to act as the commissioner.

The Commissioner, as the chief executive officer of the corporation performs many functions. He is required to attend the meetings of the council and its committees. He can speak and take part in the meetings of the council and its committees but he is not entitled to move any resolution or to vote at any such meetings. In the council meeting, the commissioner is required to answer the questions put to the mayor by the councilors. He answers them with the help of the heads of various branches of civic
administration. As the head of the municipal administration, the commissioner exercises the executive power for the purposes of carrying out the provisions of this Act and is held directly responsible for the due fulfillment of the purpose of this Act. The commissioner shall perform all the duties and exercise all the powers specifically imposed or conferred upon him by or under this Act or by any other law for the time being in force. All municipal employees are subject to this supervision, and control, although in matters of appointment, promotion and discipline, he shares his authority with the council and its standing committee.

Subject to the provision of this Act, rules and regulations, the commissioner shall specify the duties of persons borne on his corporation establishment and exercise powers of supervision and control over them decide all questions relating to their conditions of service. He organizes the
various administrative branches and distributes municipal works among them. Besides, he grants leave to the officers and other employees in the service of the corporation. He possesses disciplinary powers over certain categories of employees as well. He may fine, withhold annual increments, censure, suspend, remove or dismiss certain category of employees. He recommends to the appointment committee for the promotion of certain category of municipal employees and transfers them from one branch to other so that they will be acquainted with the work of different municipal sections.

Moreover, he is in charge of the municipal office and municipal records are kept in his custody. The commissioner shall be responsible for the custody of all records of the corporation inducing all papers and documents connected with the proceeding of the corporation, the standing committee and other committees. He prepares the
annual administration report and submits it to the council. All correspondence relating to any matter dealt with, by or under this Act or under any other law between the corporation and the government or other authority shall be conducted by the commissioner, shall send copies of such correspondence to the mayor.

He also prepares and submits to the committee the annual estimates of income and expenditure each year for its perusal and ultimate sanction. He is held responsible for the imposition and collection of taxes and fees, for issuing licenses for ordinary, dangerous and offensive trades, for inspecting the places of entertainment and for verifying the sale of tickets. He exercises strict vigilance over the collection and expenditure branches, periodically reviews the assessment registers and files suits against the tax defaulters. He enters into contract on behalf of the
committee. However prior sanction of the committee is essential in such matters.

The commissioner sanctions the plans for the construction of houses and other buildings. No body is allowed to erect or reject any building without his approval. Generally, he sanctions or rejects such plans on the report of an inspector.

The commissioner is also vested with certain powers relating to public health and sanitation. He can authorize any person to enter into and inspect any market, building, shop, stall etc., used for the sale of drugs and examine any food or drink required for the consumption of human beings and or seizes it if it is adulterated or unfit for use.

An analytical study of the powers of the commissioner indicates that the municipal commissioner is an important administrative
functionary. He can play a vital role in the development of the city, if he is a hard worker, properly recruited, adequately empowered, suitably trained and politically non partisan and if he is allowed to perform his duties unhindered by the municipal councilors. However, his hands are fettered regarding control over the personnel. He can recommend punishment as an inquiry officer but approval or rejection of his recommendation vests with the municipal council. This considerably curtails the disciplinary authority of the commissioner and makes him ineffective regarding his supervisory control over the municipal personnel.

In municipal corporation, there are three centers of powers viz., the commissioner, the mayor and municipal committees. It creates rivalry and eventually causes tension and at times conflict between the commissioner and the mayor on the one hand and the mayor and the committees on the other.
The dissension and tension result in the weakening of municipal administration. There is often woefully poor co-ordination between the commissioner and the heads of departments. Since the departmental heads owe accountability to the committee, the commissioner's power of direction, and effective co-ordination gets ineffective in actual practice. The enhancement of the commissioner's powers over departmental heads is very much essential, if he is to be made accountable to the state government and the committee of the corporation.

**Commissioner and the Mayor: The Official Non-official relationship**

There are elaborate regulations to govern the relations between the commissioner and the mayor. Most of these relate to the correspondence between the municipal corporation and government and also to the preparation of agenda for the council meetings. The mayor has the right to include any subject he
desires in the agenda for the information of the council. The commissioner is also given a similar right but without consulting the mayor should not take any action on any motion sent by a member. Whatever may be the instrument of instructions issued by the government from time to time, the smooth functioning of the municipal administration depends very much upon the cordial relations and understanding between the mayor and commissioner. If the one or the other is determined to sidetrack the municipal work, to that extent, the administration will suffer. Under the Act both are quite essential for the successful management of municipal government. They are essential as the two wheels of the cart of municipal administration.

Though the commissioner is the chief executive officer, he is not expected to entangle himself in municipal politics. His administrative position empowers him to initiate policies in consultation
with the mayor. He is also required to place the policies before the council and defends them. However, in the process, he faces criticism from the members who do not relish his proposals for various reasons. In all such cases, the commissioner will be naturally compelled to win the support of a majority of councilors political maneuvers. He is forced to resort to this because of the fear of no confidence by which the commissioner can be withdrawn at any time. Unless the commissioner is alert and astute enough to avoid such eventuality, he may not have peace of mind to concentrate on administrative matters. Thus, it is necessary for him to be on the right side of the council and gather some of the councilors to his side. This is, however, neither good to the commissioner as he is a government appointed official nor desirable to leave the council to have the executive officer involved in the political arena. Therefore, there is a need for the separation of politics from municipal
administration. Besides, the councilors and the commissioner must be men of high sense of duty and confined to their respective areas of action.

Municipal Personnel and Training

Municipal personnel are required to discharge multifarious functions in order to meet the basic requirements of the urban citizens. Unless these personnel are adequately equipped with the knowledge about the techniques of work, it is inconceivable for them to work effectively. Naturally, therefore, employees working in the municipal institutions should be exposed, through sound training courses, the necessary skills and developments in the field of public administration.

The heads of the departments like the health officer, engineer, revenue officers etc., who are supposed to supervise their respective departments,
are expected to have administrative acumen as well. Hence, in-service training at the initial stage and post entry training at a latter stage is essential for such a type of employees. The existing municipal employees, who do not keep themselves abreast of developments in their respective fields, should also be sent to undergo short term courses, so that they are in a position to keep pace with the fast chaining concept of city development. It may be observed that in countries like England, most of the local government employees qualify themselves while in service for the higher position through taking courses of studies and passing specialized examinations. Therefore, post entry training and refresher courses can prove not only useful to the municipal employees, but also to the residents of the town who come in contact with the former and suffer adversely, if they are inefficient and ill trained. Properly trained employees can not only improve prospects of their promotion, but
prove to be an asset to the municipal administration.

The concept of training employees in this context refers to the process of developing skills, habits, knowledge, and attitudes in employees for the purpose of increasing the effectiveness of employees in their present government position as well as preparing employees for future government positions. The exists practically no training for municipal services. A study of the Belgaum municipal corporation reveals that with the exception of technical personnel whose recruitment depends on possession of specified technical qualifications no training facilities exist for the non-technical staff. The non technical employees constituting the top and middle management and the clerical staff are not given any post entry training. The non provision of in service or refresher courses for the other non technical municipal employees, is one of the causes
of deterioration of municipal administration. Unfortunately even some minimum qualifications have not been specified for some of the important non-technical jobs. Lack of requisite training makes the situation still worse. It is, therefore, suggested that either the candidates be equipped with diplomas from local self-government Institute or a training center be constituted for various municipal jobs or they should be made to undergo training in such an institute as probationers before taking up the jobs assigned to them.

The problem of promotion is of great significance to the municipal employees. If they find the promotional opportunities encouraging, fair and just, they can make it a career profession. The service conditions should be so attractive that capable persons may be attracted to join municipal service. To keep the employees efficient, some incentives are required, and the greatest incentive
to an employee is his promotion from one post to the next higher post. A general promotion policy and a well developed promotion policy is very essential for the efficiency of the employees. Municipal services, promotion is made strictly on the basis of seniority cum merit. Some of the posts are filled on the basis of promotion alone, while others are filled by direct recruitment as well as by promotion in a ratio of 50:50. While selecting candidates for promotion, their academic and technical qualifications, experience, tact, initiative, energy, intelligence and ability, character and record of previous service are taken into account. Municipal administration, while giving promotion, the rules of Karnataka Civil Service Rules and Karnataka Municipalities (Recruitment of Officers and Servants) Rules, 1971 are taken into account. Besides, the departmental examinations have been prescribed. As per the Karnataka Municipalities (Recruitment of Officers and Servants) Rules, 1971,
are taken into account. Besides, the departmental examinations have been prescribed. As per the Karnataka Municipalities (Recruitment of Officers and Servants) Rules 1971, these departmental examinations should be passed for promotions within two years after their appointment. According to the notification issued (No. HUD 144 MNU 78 dated 29th May, 1978 on the promotional vacancies for sc reserved for scheduled castes and scheduled tribes. However, if no suitable candidates are available among scheduled castes and Scheduled Tribes (SC & ST) the posts can be filled by promotion of qualified and suitable persons from among others, in accordance with the rules of recruitment. The vacancies lost to persons belonging to SC and ST on account of such promotions shall not be carried forward and future vacancies shall be filled up according to rotation.
It may be argued that method of promotion on seniority cum merit basis does not seem to be an effective promotion method, particularly for the higher level personnel. Though the basis of seniority has the advantage of simplicity of operation, it detracts from value of competence and quality. Several cases of resentment and objections were noted while studying relevant files in the office of the municipal corporation. It is complained that no uniform policy of recruitment, training, promotion and other conditions are existing in the municipal corporation. Educational qualifications are hardly given due recognition while making selections. A noteworthy problem of municipal administration is the lack of promotional opportunities for its employees. Deputation of government officers to the municipal service further blocks the avenues of promotion. This practice of deputation has been criticized on several other grounds also by municipal officers as well as by
elected leaders. However, the main thrust of the criticism has been that the deputed officers do not show adequate loyalty to municipal institutions, as they treat themselves mostly as birds of passage. In addition, they do not possess keenness or show willingness to understand and absorb peculiar municipal problems.

The provision of a local government service of high ability and good moral caliber is essential for effecting efficiency in the local administration. Local government services of high caliber can be procured, not only by evolving sound recruitment policies and effective training programmes, but also by making proper provision for adequate incentives. Adequate incentives comprise good salaries and allowances, adequate retirement benefits and reasonable opportunities for promotion and fringes benefits like medical facilities, house rent, leave facilities. Proper working conditions have also an
important bearing on administrative efficiency. These conditions of employment go a long way in stimulating the morale and arousing loyalty in the employee. Any effective local service can be secured by establishing a permanent corps of officials recruited on merit and having security of tenure and opportunity for advancement through well-graded and adequate scales of pay and fair system of promotion. It cannot be denied that inadequate salaries and absence of other conditions not only create financial worries in the mind of the employees but also wreck the administration together. It is essential that the pay structure of employees should be built on sound principles, which are fair not only to the employees but also to the community, which they serve. The rates of remuneration should be so determined as to obtain recruits for various services at different levels of, educational attainment, qualifications and skill and also to
maintain them in a state of efficiency and reasonable contentment.

In Municipal Corporation, the higher officials like commissioner, deputy commissioner, superintendent engineer, executive engineer, health officer and others get handsome scale. Their scale is equivalent to that of their counterparts in the government. Since the prospects of promotion in municipal service are bleak, these posts though fairly remunerative do not attract good candidates. The staff of the middle management (FDA, SDA) and others gets fairly substantial scale, which is equivalent to that of their counterparts working in the government service. As regard the rank and file constituting the lowest rung of the administrative ladder, the emoluments are fairly substantial. Both sweepers and peons in the municipal corporation get equal scale of pay. This is justified on the ground that their duties and responsibilities are
substantially the same. Besides, the municipal employees get other benefits like medical facilities, house rent, leave facilities, fringe benefits etc., on par with the corresponding employees of the state government. on the whole, it can be suggested that the employees of the municipal administration should be adequately paid in the interest of efficiency and integrity of municipal service. It is of utmost importance that local officers should be well although not extravagantly, remunerated. The reasons for this are obvious nothing leads to greater conviction as pay considered inadequate. It is especially important in the early days of democratic local government that men of responsibility and intelligence should be attracted to the service.

A sound retirement system is beneficial to the employee as well as the government. employees are given super annotation benefits, so in old age they
take rest with a guarantee for the means of livelihood provided by the government in the shape of pensions, provident fund, etc. the government by a sound retirements system is able to keep in service efficient persons. The government may by rules provide for the tenure of office, salaries and allowance, provident fund, pension, gratuity, leave of absence and other conditions of service of officers and other employees appointed.

The service conditions of the municipal employees are on par with those of state government employees. The employees of the municipal administration retire at the age of 58 and their pension is settled according to the rules of KCSRs. The government of Karnataka issued a notification on 27th February 1981 amending rules 140 and 141 of Karnataka Municipalities (Recruitment of offices and servants) Rules 1971, delegating the powers to the respective pensions sanctioning authority to settle
the pension cases of retired municipal employees following the relevant provisions of Karnataka Civil Service Rules (KCSRs). Therefore, the municipal corporation has not adopted a policy of retirement of its own.

Thus, we consider decentralization and the movement towards sustainable human development as an outcome of people’s (India, in this case) instinct for survival then Municipal Corporation is the child of this movement. A child on which much hope rests.

Principal among the se is the juggernaut of the Indian bureaucracy whose role is primarily regulatory but he late developmental. Developmental functions have been by and by superimposed on the administrative machinery of our country-giving rise to various conflicts. Due to certain historically inherited characteristics (of British vintage) the administrative structure is not amenable to a role of development planners and implementers. Moreover,
it is actually antagonistic to the emergence of people's organizations and their role in plan formulation. For deep beneath the layers of red tape, service rules acts, articles and code lies a fear of losing the power they have been enjoying for so long. This is because if people participate directly in planning. I.e., the PRI functions as units of self government with both regulatory and developmental roles then the bureaucrats power will be found waning.

What is necessary here is cooperation and not conflict. PRIs and the administration have to work had in hand if decentralized planning has to function smoothly in this country. The participatory Rural Development to establish a smooth and easy exchange of ideas between bureaucrats and people's a representative. PRD can also help in changing the negative stereotypes that each group has about the other.
But much in the administrative structure has to change. The present structure thwarts peoples participation and thereby their all-round development. Apart for the basic unwillingness to relinquish its powers this is due to the lack of innovativeness, flexibility, expertise and accountability of the bureaucracy. In place of proactive response the bureaucracy takes reactive measures dealing with the rural poor and their legitimate demands for equal rights and equal share of the fruits of progress.

The police service and the intelligence service are highly centralized structures and completely in contradiction to the federal structure found at the state level. In the name of national security and integrity these services function according to the whims of whoever is in command at the central or state level. The police and the intelligence
services serve the functions of their colonial predecessors in their role of helping the state to increase its power and keep the rural poor in check. It would be better if they take up a new and challenging role as fomenting agents of development, a role where consensus gets precedence over conflict.

The administration of our country, it its role as an agent for change and development, is presently in the midst of a big crisis. It is facing organizational and management problems of a type and magnitude for which it has not been trained and prepared, especially in the face of increasingly militant demand for rights of the downtrodden. Penetrating analysis of the complexities and nuances of the present crisis is required for which well-grounded training in social sciences is necessary for the official administrative machinery, and the cooperative and voluntary institutions involved in
rural development. However, the elite services like IPS, IAS, etc. lack such rigorous training in the social sciences and they work within a generalist frame of reference. Frequent transfers further undermine whatever personal initiative an officer of these cadres may have in dealing with the problems.

It expected that the PRI will not remain another good idea that came to naught, but will, on the country, be a vibrant and useful organization instrumental (with the help of other well-thinking agencies) in giving the administrative system a new dimension and role as an agent of change for the better.

Concept of Decentralization and Its importance

Decentralization, is simple terms, implies a movement away from the center. But this is a truism and this concept needs further elucidation. It can
be defined as an even distribution of power (in any or all of many forms) among all agents in the social, political and economic spheres. Such a process has many advantages and is supposed to strengthen democracy by involving independent groups like trade unions, farmer’s organizations, consumer groups, various other elements of civil society and also people from the grassroots level. Decentralization facilitates the articulation of people’s needs and demands. Thus through decentralization a state move towards the avowed goals of development, principal among which is an addition to the entitlements of the deprived.

Decentralized governance, from capital cities to towns and villages, is the best way to involve people in development activities and for increasing efficiency. Local officials and politicians will be better scrutinized and their activities better monitored. They will be more accountable to the
Decentralization, by empowering the people from the grass-roots level, helps to generate a sense of belongingness among them and they get more deeply involved in developmental works.

Decentralization can be of two types: horizontal and vertical. Horizontal decentralization, which is more prevalent in this country, disperses power (e.g., the finance minister delegates some financial powers to different line departments but ultimate authority and power lies with the ministry itself) among institutions at the same level. On the other hand, vertical decentralization, which is more important and necessary, allows some of the central government powers to be delegated downwards to lower and lower tiers of authority. Vertical decentralization can be of four types.
Deconcentration

Passing down of administrative discretion to local authorities in a system where few decisions can be without reference to the central authority is called deconcentration. It results in some dispersal of power.

Actually deconcentration entails some shifting of workload in the form of administrative responsibilities from central officers of the executive to regional offices. Yet this does not give these latter offices discretionary freedom or the power to take decisions. Here authority and powers of central offices remain with the center. Therefore deconcentration is also called geographic decentralization or administrative decentralization.
Delegation

If the central authority retains the right to overrule decisions of the local authority while giving it the right to exercise some authority and decision-making powers then such a form of decentralization is called delegation. Moreover, in such a system the central authority can take away the powers of the local authority at any point of time.

Devolution

Devolution is the most desirable form of decentralization. It grants decision-making powers to local authorities and gives them the freedom to take full responsibility without referring back to the central authority. The devolved powers include financial powers and authority to design and execute projects and programmes. In case of devolution the
Local levels of government are allowed to act in a more or less autonomous fashion with the center taking a supervisory role.

**Privatization**

These apart there is yet another kind of decentralization wherein the government hands over some of its responsibilities and public functions to private, non-governmental or voluntary organizations. Such voluntary organizations could be industrial associations, professional groups, cooperatives and the like. Similarly, totally private controlled enterprises can be handed over certain responsibilities and public functions. Decentralization of this type is called privatization.

When government privatizes PSUs by relinquishing all controls (financial,
administrative, etc.) over such organizations then this act can be said to be an example of the fourth form of decentralization discussed above. As there exist very few statistical measures for many aspects of decentralization it is very difficult to quantify the extent of very difficult to come by and in most case the necessary data does not exist. While making cross national comparisons of the degree of decentralization we should keep in mind the fact that the priority accorded to decentralization varies with the size of the country. Generally, decentralization is of more importance to larger countries as compared to smaller ones. So the degree of decentralization acceptable for one country may not be suitable for another. Again a government might apparently be very committee to the idea of decentralization (of expenditure,) say) but at the same time it may be retaining tight control over standards and priorities. In such a case decentralization is meaningless. So when dealing
with the various measures of decentralization we should be careful not to be misled. Knowledge of the situation, the intricacies of governance and various systems that are followed in the concerned country.

Proper allocation and timely availability of funds for grass roots level workers is the fulcrum of a decentralized planning infrastructure. Keeping this in mind we can define certain ratios that may be used for measuring financial decentralization. These are:

1. The expenditure decentralization ratio: It is the percentage share of the local governments expenditure in the total expenditure of the central government. The expenditure decentralization ratio is in a way imperfect because it does not take into account the fact that there are some government expenditure (like defence, debt servicing, etc.) which by
their nature have to be undertaken by the central government.

2. The modified expenditure decentralization ratio: When the part of expenditure that cannot be decentralized is subtracted from the total government expenditure then the percentage of that remaining expenditure spent by the local government is called the modified expenditure decentralization ratio. This ratio, to a great extent, reduces the drawbacks of the expenditure decentralization ratio. Therefore it is called modified.

3. The revenue decentralization ratio: This ratio measures the extent of the local governments liberties in generating revenue. It is the percentage share of local government revenue in total government revenue.

4. The financial autonomy ratio: It is a measure of the local governments independence from central government funding. It is the
percentage share of revenue that is raised locally in the total local expenditure.

Again the control of social spending can be used as an indicator of decentralization. This is so because it is generally presumed that when local governments are in charge of education or health (for instance) the resources are used more efficiently and there is more equitable distribution of benefits and better management. Moreover, the local government is expected to be more sensitive as far as the needs of the local communities are concerned.

To measure the distribution of social spending and thus get an idea about the extent and nature of decentralization the following ratios may be used:

1. The central government social allocation ratio: The social spending component expressed
2. The local government social allocation ratio:
It is the social spending component expressed as a percentage of the local government budgets.

3. The social expenditure decentralization ratio:
It is the ratio of local government social spending in the total social spending by the central government. It gives a measure of the extent of decentralization in social spending.

Decentralized Planning

Having discussed the concept of decentralization we need to know about decentralized planning and its conceptual framework as found in India. Decentralized planning is actually planning at different levels. This could imply planning for national level, state level, district level, block
level, panchayat level, etc. Again this kind of planning could be for a particular region with agro climatically homogeneous features.

Decentralized planning is really a multi level planning and not a totally bottom up kind of planning. It does not profess total replacement of centralized planning. It is a two way planning process starting from the top (national) and the bottom (local level) simultaneously. The two processes merge with each other at a level below which centralized planning becomes irrelevant and unmanageable and above which micro planning’s not possible.

Macro, meson and micro levels of planning can correspond roughly to the national, state and district levels respectively.
Three important characteristics of planning in India are:

1. The process operates under a democratic framework with elected governments at the center and the state.
2. The planning process operates through a system of federation where concurrent planning is involved.
3. The planning process operates in a market friendly economy.

Planning from below: Objectives

The prime objective of decentralized planning is the growth and distributive justice of the whole economy by suitable linking up local needs and priorities with avowed goals of development. The centralized planning we have been flowing till date has failed in various respects to deliver the goods.
Though the values of some macro indicators like GNP, agriculture/industrial production, etc. may have increased over the years the picture at the grassroots level is not exactly rosy, this is so because distributive justice has not accompanied growth. This is further underlined by the fact that a good percentage of our population is below the poverty line and the rate of unemployment has not shown any marked change. During the era of centralized planning emphasis had been on project involving huge investments. Heavy industries, major and medium irrigations and other such areas were promoted. Thus the beneficiaries of the planning exercise were mainly the industrialists and big businessmen of urban areas and the better of big farmers of the rural areas. The poorer sections of the population reaped little or no benefit from the planning process.
During the Fourth Five-Year Plan the issue of this imbalance and its remedy was raised for the first time. The same plan debated the appropriate planning unit for correcting imbalances and came to the conclusion that the district was the optimum unit for micro level planning. But district level planning was not much of a success as the ensuing years showed. It was understood that a smaller area would be more effective for obtaining desired results from micro planning. This became clear when the problems of mobilizing local material, human resources and managing agricultural activities, minor irrigation, rural industries, health, education, from such a large frame of reference became apparent. So community development blocks were chosen as appropriate planning units.

Block-level planning promised many things. First of all it did away with the possibility of duplication and redundancy, which arises when
Sectoral plans are implemented in isolation. It was also a movement in the direction of decentralization, which the government had initiated. The system (of planning) that is still prevalent in this country depends much on the functioning of the local administration, which is, however, detached from the people and answerable only to their superiors. Moreover, the group of administrators and the group of villagers has negative stereotypes about each other in their mind. This further complicates the problem and makes the case for decentralized, people centered planning stronger (see Table-5). So what is required is a decentralized, people centered, peoples plan where involvement of the people is a sine qua non. In such a planning system plan the people working side by side in harmony with administrative personnel will do formulation and implementation.17 This will ensure that the benefits of planning reach the lowest rungs of society and the needs of the people are reflected
TABLE - 5

Que: Do you think these programmes would have succeeded without decentralized institutions?

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>85</td>
<td>70.83</td>
<td>35</td>
<td>29.17</td>
<td>120</td>
</tr>
<tr>
<td>Members of self-help groups</td>
<td>75</td>
<td>75.00</td>
<td>25</td>
<td>25.00</td>
<td>100</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>90</td>
<td>90.00</td>
<td>10</td>
<td>10.00</td>
<td>100</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>250</td>
<td>78.12</td>
<td>70</td>
<td>21.88</td>
<td>320</td>
</tr>
</tbody>
</table>

![Bar chart showing percentages of responses for different groups]

**Pie chart showing total responses**
in the executed projects. Again the geographical and agro climatic disparities among regions have a reflection on the life of the people, which necessitates decentralized planning to better their lot. This is so because the wide focus of centralized planning cannot take into account reasonably such disparities and make necessary adjustments especially so when the objective is gender specific and target oriented.

Let us at this stage also attempt to understand the concept of empowerment in relation to Decentralization

A Historic Perspective of the status of women in India

In the changing times the status of women is changing. The status of women was not good in earlier days also. Everywhere women were subjected
to inequality, discrimination and exploitation. The status of women is changing according to changes in the general conditions of society. The history is evident that the status of women has been changing from time to time.

During the Vedic and Epic period the Indian women held a equal position with men. Women enjoyed freedom in areas as education, marriage, economic production, spending money, religious activities etc. Women had freedom to select their life partners and widows were permitted to remarry. Wives were treated 'Ardhanginies', were given complete freedom in family matters and in many respect regarded as equals of their husbands. Hence the term 'dampari' was used and were regarded as the joint heads of the house hold. Property rights and inheritance were limited to women. In the religious field women were actively participating. 18
Major changes in the position of women took place during the period of Dharmashastras and Puranas. The freedom of women curtailed, daughters were regarded as class two citizens and sons were given more importance, girls upnayana was stopped, education was neglected and reduced the age of girls at marriage. Manu the law giver gave an injunction: 'A woman has to be under her father during childhood, under her husband during her youth and under her son during old age'.

Need for women empowerment:

The empowerment is an aid to help women to achieve equality with men or, at least, to reduce gender gap considerably. Without empowerment certain social roles cannot be performed. Women plays distinct role in the economic development. She is the chief architect of family, the first teacher;
supplier of labour power and by playing main role in the development of agriculture, industry, services sector, socio-culture etc. creates a civilized society. In the visible and invisible form women contribute for economic development. The nature has given the biological power of reproduction especially to the women. She can create social cultural and economic wonders. Even then the socio-economic status of women is so low.

Women labourers in India are illiterates. Hence their status should be improved; she should be physically, mentally, economically, socially, politically and culturally strengthened. So that the country can make use of hidden potential power for the economic development often the women are victimized in the case like rape, dowry harassments, sexual harassments, kidnapping etc. the verdicts of many of such cases go against women because of the non availability of witness, discontinuation of
suits, difficulty of proving the incidents etc. Therefore women should be empowered and strengthened.²⁰

**The Concept of Empowerment of Women:**

The concept of empowerment of women refers to the process of strengthening the hands of women who have been suffering from various disabilities, inequalities and gender discrimination. It is the process of providing power to women to become free from the control of others and it is the process of providing equal rights, responsibilities and opportunities to women so that they can assume power to control their own life and determine their own condition. The term empowerment of women has become popular only after 1980s.
Efforts made for women empowerment in India: Before Independence:

Old practices against women continued during the British regime. But some reforms were made in relation with social justice and improving the status of women such as,

i) Raja Ram Mohan Roy the founder of 'Brahma Samaj' succeeded in getting passed the Prevention of Sati Act in 1829 and raised voice against child marriage and purdah system.

ii) Ishwar Chandra Vidyasagar pleaded for widows' remarriage and educating women and succeeded in passing the Widow Remarriage Act in 1856.

iii) Maharshi Karve established Smt. Nandubai Damodar Thackersy University for Women (SNDT) at Poona in 1016.
iv) Maharshi Dayanand Saraswathi started the "Arya Samaj" and advocated equal rights to women as the Vedic period.

v) Swami Vivekananda established "Shri Ramakrishna Mission" and gave importance to women education and self dependence.

To improve the status of women reformers like, Dadabhai Navaroji, Gopal Krishna Gokhale, Mahatma Gandhiji, Nivedita, Annie Besant, Margaret Cousins, Sarojini Naidu, Pandit Rama Bai, Ramabai Ranade, Torodutt, etc have tried before independence.  

**After Independence:**

After independence the status of women has changed. The political and cultural changes and independence of the country provided equal opportunities to women in education, employment and political participation by which the extent of
exploitation of women came down. The year 1975 was declared as the year of International Women's year and the UNESCO also created awareness about the problems of women.\textsuperscript{22}

The Government of India has taken many steps for providing equal status for women against men. In view of this the government declared the year 2001 as the "Year of Women's" Empowerment Government is trying to strengthen women from different dimensions, plan has also been adopted (See Table-3,4). The strategies of women empowerment include social empowerment, economic empowerment and gender justice. The government has been implementing various schemes for the socioeconomic development.\textsuperscript{23}

\textbf{Legislative measures for safeguarding women's interest:}

After independence the Government of India has taken following legislative measures for safeguarding women's interest.
TABLE - 3

Que: Of the following which empowerment programme is successful? (Please give preference)

<table>
<thead>
<tr>
<th></th>
<th>1</th>
<th>2</th>
<th>3</th>
<th>4</th>
<th>5</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>33</td>
<td>27.50</td>
<td>28</td>
<td>23.33</td>
<td>15</td>
<td>12.50</td>
</tr>
<tr>
<td>Members of self-help groups</td>
<td>28</td>
<td>28.00</td>
<td>11</td>
<td>11.00</td>
<td>17</td>
<td>17.00</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>35</td>
<td>35.00</td>
<td>13</td>
<td>13.00</td>
<td>20</td>
<td>20.00</td>
</tr>
<tr>
<td>TOTAL</td>
<td>96</td>
<td>30.00</td>
<td>52</td>
<td>16.25</td>
<td>52</td>
<td>16.25</td>
</tr>
</tbody>
</table>

**Diagram:**
- Employees: 19, 25, 23, 15, 33
- Members of self-help groups: 21, 17, 11, 53
- Planning Officers: 13, 10, 10, 20

**Total:** 53, 52, 52, 96, 67
TABLE - 4

Que: Those programmes which have succeeded has succeeded because of?

<table>
<thead>
<tr>
<th></th>
<th>Succeeded because of decentralization</th>
<th>Succeeded only from programmes</th>
<th>Succeeded from participation of women</th>
<th>Explain any other reason</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>35</td>
<td>29.17</td>
<td>40</td>
<td>33.33</td>
<td>25</td>
</tr>
<tr>
<td>Members of self-help groups</td>
<td>28</td>
<td>28.00</td>
<td>35</td>
<td>35.00</td>
<td>28</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>22</td>
<td>22.00</td>
<td>48</td>
<td>48.00</td>
<td>17</td>
</tr>
<tr>
<td>TOTAL</td>
<td>85</td>
<td>26.56</td>
<td>123</td>
<td>38.44</td>
<td>70</td>
</tr>
</tbody>
</table>

![Bar chart showing the distribution of reasons for success among different groups.]

**Employees**
- Explan any other reason: 20%
- Succeeded because of decentralization: 25%
- Succeeded only from programmes: 28%
- Succeeded from participation of women: 15%

**Members of self-help groups**
- Explan any other reason: 9%
- Succeeded because of decentralization: 17%
- Succeeded only from programmes: 45%
- Succeeded from participation of women: 22%

**Planning Officers**
- Explan any other reason: 13%
- Succeeded because of decentralization: 42%
- Succeeded only from programmes: 12%
- Succeeded from participation of women: 26%

**Total**
- Explan any other reason: 13.12%
- Succeeded because of decentralization: 26.56%
- Succeeded only from programmes: 38.44%
- Succeeded from participation of women: 21.88%

![Pie chart showing the distribution of reasons for success among different groups.]

- Succeeded because of decentralization: 42
- Succeeded only from programmes: 70
- Succeeded from participation of women: 12
- Explain any other reason: 85

**Explanation**
- Succeeded because of decentralization: 25%
- Succeeded only from programmes: 33.33%
- Succeeded from participation of women: 28.00%
i. The Special Marriage Act, 1954 this Act fixed the age of marriage at 21 for males and 18 for females and provided right to women for inter-cast marriage, love marriage and registered marriage.

ii. The Hindu Marriage Act, 1955—prohibits child marriage, polygamy, polyandry and provides equal rights to women to divorce and to remarry.

iii. The Hindu Succession Act, 1956—provides right to parental property.

iv. The Hindu Adoption and Maintenance Act, 1956—according to this Act a childless women can adopt a child and claim maintenance from her husband if she is divorced by him.

v. The Dowry Prohibition Act, 1961 prevents giving and taking dowry and women exploitation.


viii. The Criminal Law Amendment Act, 1983


x. The Indecent Representation of Women (Prohibition) Act, 1986.

Schemes Related to Economic Empowerment

1. Swayamsidh
2. Swa Shakti Project
3. Support to Training and Employment Programme for Women (STEP)
4. Swawalamban
5. Creches! Day Care Centres for the children of Working and Ailing mothers.
6. Hostels for working women
7. Swadhar
8. Rashtriya Mahila Kosh (RMK)
9. Self-Help Groups (SHGs)
Women Entrepreneurship: Issues and Challenges

Entrepreneurship forms the basis of industrial development to the countries. There is growing evidence that there is positive relationship between entrepreneurship and economic growth and poverty alleviation. However, entrepreneurship has been for a long a men’s domain. Entrepreneurship is still perceived as an economic activity associated with men in the society. Thanks to Jakarta Declaration for the Advancement of women in Asia and the Pacific in 1994 and the Beijing Declaration and the Platform for Action in 1995, which have created a platform of action at the international level. The UN focused on economic independence to address the gender inequality, which has helped other organizations, such as Asian Development Bank, World Bank and OECD, pay greater attention to the issue. They are finding out how to provide women with access to necessary
resources information, capital and a social network to establish their own medium to small size business. In addition to the obvious economic benefits, it is underlined that having more Asian women who own businesses can diminish gender inequality, increase political representation and change the business management style and giving some importance to balancing career and family responsibilities.

According to the Global Entrepreneurship Monitor (GEM), in the 29 countries surveyed in 2001, almost 150 million people are engaged in some form of entrepreneurial activity. There is no doubt that entrepreneurs create jobs. Sufficient provisions have been made the policy programmes and other areas to encourage and promote entrepreneurship among women but women entrepreneurship is not forthcoming as expected. There are various social, cultural, economic political and psychological reasons which
prevent the women to choose to entrepreneurship as their career.

Lack of access to credit, lack of credibility from the public and financial institutions to recognize the potential of women entrepreneurs, and recognize the products, inadequate support and encouragement from the families due to the dual responsibilities of the family and business, etc stand as stumbling block to them. In this context the contributions of micro credit programme based on the Grameen Bank model introduced by NABARD in India is worth appreciable.\textsuperscript{25}

In recent times, there has been a gradual change and entrepreneurship promotion among women has also been slowly gaining momentum. It is in fact, used as an instrument for women empowerment on the one hand to address the issues of poverty and unemployment on the other. It is observed that women entrepreneurial
activities are mostly associated with micro, tiny and small scale enterprise and it is very rare to see them in medium scale or large corporations.\textsuperscript{26}

There are successful cases of women entrepreneurs. In India itself, the Lijjat Group has empowered over 40,000 women to lead to life of dignity. The Lijjat Papad is a story of seven illiterate and poor women who borrowed Rs.80 to start a papad business, and took its turnover from Rs.6,196 in the first year to Rs.300 crore in the next four decades involving over 40,000 women on its revolutionary march. It is classic example of exclusive women's organization run and managed by women producing a quality product and thereby empowering them.

Yet another example is SEWA. It was started as a trade union, registered in 1972, founded by Ela Bhat, it is an organization of self employed women
workers who earn a living through their own labour or small businesses. SEWA sought a two pronged strategy of full employment and self-reliance. SEWA's membership, which is a nominal Rs. 5 a year included women from a cross section of society from vegetable and fruit hawkers to home-based weavers, potters and manual labourers. It is SEWA's belief that once women achieve employment and economic independence, they will improve the quality of not only their lives but also that of their families.

The entrepreneurs in the Thirumullaivoyal industrial estate of Avadi, all of them women, are up in arms over what they see as the slow progress in developing the estate's infrastructure. They have plenty of things to grouse about; but in the main they are seeking improved road facilities, speedy sanction of loans and lower interest rates.
The areas of entrepreneurship is widening with the information revolution and the information and communication technology. (ICT). This ICT provides opportunities without much mobility, sitting within four walls, they can do businesses all over the globe. However, it is highly competitive and challenging field in which one must be conscious of developments taking place in every minute. Given their docile nature and compulsion to take care of the responsibilities, not Services (ITES) such as software development, e-publishing, medical transcription, call centers, internet browsing centers etc.

Another major issue is the training given in the institutions. There is lack of initiative to encourage the students to choose to entrepreneurship. Even the Business Management students who are all along dealing with the pros and cons of business initiation hardly inclined to
choose to business, nor there is any arrangement like placement cell for preparing the business graduates to become entrepreneurs. It is therefore necessary that each college and institutions should establish a Entrepreneurship Development Cell which may exclusively for identifying and training the graduates to become entrepreneurs. These students must be identified in the beginning of the course so that in the end of the course, they would have been exposed to all the requirements of initiating an enterprise. They must be practically placed in the last year of the course completely work in a related concern as apprenticeship so that they will gain experience which is a basic requirement for any business or enterprise. In a survey done on the entrepreneurial intentions of the University Students revealed only less that 10% of the students had opined that they might choose to entrepreneurship in event of failure to get any wage paid employment. 28 It is completely zero among the
girls. Hence women entrepreneurship so far as the curriculum given and their socialization are concerned, it is very difficult to encourage young female graduates to choose to entrepreneurial activities. Hence there is a necessary for an institutional mechanism to promote educated girls to choose to entrepreneurship. An inbuilt curriculum, exposure to various schemes of assistance, interaction with the agencies implementing the programmes of entrepreneurship development, on implementing the programmes of entrepreneurship development, on the job training, facilitating to choose to an enterprise while studying etc, would go a long way inculcating the spirit of entrepreneurship among the graduates in general and women in particular. At this stage it was weather women empowerment programmes have been implemented. Response for this is as show below (see Table-1)
Que: Has any of the Women Empowerment programmes been implemented in your town?

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>90</td>
<td>75.00</td>
<td>30</td>
<td>25.00</td>
<td>120</td>
</tr>
<tr>
<td>Members of self-help groups</td>
<td>65</td>
<td>65.00</td>
<td>35</td>
<td>35.00</td>
<td>100</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>95</td>
<td>95.00</td>
<td>05</td>
<td>5.00</td>
<td>100</td>
</tr>
<tr>
<td>TOTAL</td>
<td>250</td>
<td>78.12</td>
<td>70</td>
<td>21.88</td>
<td>320</td>
</tr>
</tbody>
</table>
Measures to Promote Entrepreneurship in India:

In Indian context, women entrepreneurship has two dimensions: Rural entrepreneurship and urban entrepreneurship. In rural conditions, enterprises creation is looked more as a source to supplement family incomes. (See tale-5,6). Many times, very tiny, unviable units are started without any market orientation. These enterprises do not survive in the long run due to their inherent weaknesses. Organized efforts are required to develop these women into real and competitive entrepreneurs. Here the impact of the SGH movement is worth noting. The SHG movement in India, especially in states like Tamilnadu, has come of age and through men also can also form themselves into SHGs, the term has become synonym with women groups. To day SHG movement has acquired more than one objective- To alleviate poverty in rural areas and also to empower women, particularly, the rural and semi urban folks. The
SHGs are now accepted as a Sustainable Social Process to ensure "Empowerment at the Gross Root", but Social Empowerment is not possible without economic empowerment (See table-2). Which is self explanatory.

In the urban sector also, though there is slight increase in the number of women in business, yet the situation is far from being satisfactory. Though there are few women in some traditional businesses, still women have not ventured into many emerging industrial activities which have lot of potential to grow. Today, because of the phenomenal changes ushered in by globalization and liberalization process and the technological revolution, business everywhere are becoming very competitive, and the profile of entrepreneur itself is undergoing a thorough change. More so for women entrepreneurs, who are already in a lower sphere. If strong measures require to be suggested for
**TABLE - 2**

*Que: What is your opinion about Women empowerment programme?*

<table>
<thead>
<tr>
<th></th>
<th>Satisfactory</th>
<th>Unsatisfactory</th>
<th>Need changes</th>
<th>Explain any other reason</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>%</td>
<td>%</td>
<td>%</td>
<td>%</td>
<td></td>
</tr>
<tr>
<td>Employees</td>
<td>45</td>
<td>37.50</td>
<td>38</td>
<td>31.67</td>
<td>120</td>
</tr>
<tr>
<td>Members of self-help</td>
<td>15</td>
<td>15.00</td>
<td>25</td>
<td>25.00</td>
<td>100</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>35</td>
<td>35.00</td>
<td>18</td>
<td>18.00</td>
<td>100</td>
</tr>
<tr>
<td>TOTAL</td>
<td>95</td>
<td>29.69</td>
<td>65</td>
<td>20.31</td>
<td>320</td>
</tr>
</tbody>
</table>

**Note:**
- Employees: 120
- Members of self-help groups: 100
- Planning Officers: 100
- TOTAL: 320

**Bar Graphs:**
- Employees
  - Satisfactory: 45
  - Unsatisfactory: 38
  - Need Changes: 38
  - Other: 15
- Members of self-help groups
  - Satisfactory: 15
  - Unsatisfactory: 25
  - Need Changes: 40
  - Other: 20
- Planning Officers
  - Satisfactory: 35
  - Unsatisfactory: 18
  - Need Changes: 32
  - Other: 15

**Pie Chart:**
- Satisfactory: 50
- Unsatisfactory: 95
- Need Changes: 65
- Other: 15

**Legend:**
- Satisfactory
- Unsatisfactory
- Need Changes
- Other reason
TABLE - 7

Que: In realizing these programmes of empowerment decentralized institutions should have clear-cut concepts. Do you agree?

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>99</td>
<td>82.50</td>
<td>21</td>
<td>17.50</td>
<td>120</td>
</tr>
<tr>
<td>Members of self-help groups</td>
<td>88</td>
<td>88.00</td>
<td>12</td>
<td>12.00</td>
<td>100</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>80</td>
<td>80.00</td>
<td>20</td>
<td>20.00</td>
<td>100</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>267</td>
<td>83.44</td>
<td>53</td>
<td>16.56</td>
<td>320</td>
</tr>
</tbody>
</table>

![Bar chart for employees, members of self-help groups, and planning officers showing 'Yes' and 'No' responses.](chart1)

![Pie chart for total responses showing 'Yes' and 'No' responses.](chart2)
TABLE - 8

Que: Today's decentralised institutions have such a conceptual clarity. Do you agree?

<table>
<thead>
<tr>
<th></th>
<th>Yes</th>
<th>%</th>
<th>No</th>
<th>%</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td>Employees</td>
<td>80</td>
<td>66.67%</td>
<td>40</td>
<td>33.33%</td>
<td>120</td>
</tr>
<tr>
<td>Members of self-help groups</td>
<td>30</td>
<td>30.00%</td>
<td>70</td>
<td>70.00%</td>
<td>100</td>
</tr>
<tr>
<td>Planning Officers</td>
<td>80</td>
<td>80.00%</td>
<td>20</td>
<td>20.00%</td>
<td>100</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>190</td>
<td>59.37%</td>
<td>130</td>
<td>40.63%</td>
<td>320</td>
</tr>
</tbody>
</table>
promotion of women entrepreneurship, it is imperative that the issues are understood fully (See table-7,8).

Reference:


2 For Erskine Calder’s view also see Mehra R. The Neglect of Women in India’s Rural Development programme: A study of Failures in Planning ICSSR Programme of Women’s Studies (1979) P.24.


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24 Ibid


